

PLANNING DOCUMENT

prepared by  
CBHE Library Planning Committee

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*I look to the diffusion of light and education as the resource most to be relied on for ameliorating the condition promoting the virtue and advancing the happiness of man.*

Thomas Jefferson

### Rationale for Libraries

American democracy requires citizens who can read, think, listen, speak and write; citizens who possess not only intellectual skills but persons who can also make discriminating choices. The better a citizen performs critical functions the better will be the chances for developing a more perfect Union and providing for the general welfare of all citizens.

The development of reading, thinking, listening, speaking and writing skills are lifelong endeavors. Formal education in elementary and high schools as well as in colleges and universities is but a small part of one's total education. We receive the other essential parts from other agencies; among these none is more important than the library.

For almost a century and a half, the free public library has been an "open school" for newly arrived immigrants who could not understand English; for the poor who could not afford to subscribe to newspapers or buy books; for working men and women who wanted to improve their education and skills; for children and young adults whose parents could not afford the books and other materials that are so essential for enriching their minds and broadening their horizons. The library moreover has played an essential role in the lives and work of highly educated housewives, businessmen and women, lawyers, doctors, writers, inventors, creative and per-

forming artists . Most important of all , the library has been important to those engaged in part-time education--the millions who must return to school in order to gain new skills for job advancement , re-entry into the job market or for self-improvement and intellectual stimulation . The public library has been able to serve these diverse purposes and needs because it is the only institution within our society that is committed to making information and ideas on all subjects freely available to all members of society . This mission of the library is based on the principle that ideas and freedom know no boundaries , and their free flow is the only guarantee that there will be occasions for the truth to be revealed and liberty preserved .

If freedom of thought and expression are to be encouraged , there is no substitute for the library . Indeed , the library is needed today perhaps more than at any other time in the history of our State and Nation . The need for easy access to information on a wide variety of topics has never been greater . The average citizen must attempt to make sound decisions about the safety of nuclear power generating plants , telecommunications franchises , toxic waste disposal locations , complicated tax , social and economic proposals that past generations would hardly have believed possible . The soundness of the decisions made in these and other important areas will depend on the quality and quantity of the information available for consideration before the choices are made . Information must be made available to citizens living in small communities as well as those living in large cities . A citizen's choice of residence and a community's ability to pay for library services should not be allowed to determine the quality and quantity of information available before he/she votes on issues that affect the welfare of all citizens , the State and Nation . The public library is the institution that meets this need by collecting , organizing , preserving and providing information .

## Historical Background

Libraries of one kind or another have existed in Missouri since territorial days. The earliest schools, seminaries, and colleges possessed small accumulations of books for the use of faculties and students.

The first public library available for the use of all citizens in a community emerged first in Hannibal in 1845. The City of St. Louis established a public library in 1865 and a public library was formed in Kansas City in 1873. Public libraries came into being in many Missouri cities during the late 19th and early 20th Century, in some cases at least, because of the benefactions of Andrew Carnegie.

The growth of public libraries in Missouri was accompanied by that of libraries in colleges, both public and private, and of the State University. Since the end of World War II there has been a notable development of libraries in the public schools and by businesses and industries which recognized that printed information was necessary for corporate growth.

In 1885 the Missouri General Assembly recognized the value of publicly-supported libraries by enacting legislation permitting cities to levy a tax to support a public library.

In 1907 the General Assembly created a State Library Commission to provide books to citizens living in rural areas outside the cities which had earlier been authorized to create public libraries. In the same year this Commission created the Missouri State Library. Following World War II, demonstrations of library service by the State Library encouraged the establishment of county libraries and multi-county libraries, particularly in sparsely populated rural areas of the state.

In addition, the State Library encouraged these libraries and the pre-existing libraries to cooperate with one another by sharing resources and participating in

a statewide interlibrary loan program. In the 1950's the State Library enlisted the participation of the St. Louis and Kansas City public libraries in this interlibrary loan program and designated these two libraries as "Major Resource Libraries." In the 1970's the St. Louis County, Mid-Continent, and Springfield-Greene County libraries were also recognized as "resource libraries" and became active participants in this program. These large libraries were asked to share their book resources with smaller libraries and were granted annual subsidies from federal funds in recognition of their statewide role.

By the 1970's it became evident that no public, special, academic and school library, however large or wealthy, could fully satisfy all of the needs of all of its users. Sharing, cooperation, and exchanges of material have become a necessity for all libraries. The explosion of knowledge, inflation, and the existence of technology capable of determining the location and availability of needed books or information make greater cooperation among all kinds of libraries not only necessary but possible.

In Missouri, these developments resulted in the organization of seven area library networks. These networks bring together all types of libraries in a reasonably compact area to plan and organize for the fullest use of library resources in that region. The goal of these area networks is for every library and every citizen in the state to have access to any piece of library material that may exist in the state. Future library development should be guided by the recognition that no library can stand alone if this goal is to be attained. Through these area networks, the Missouri library community seeks to make any piece of library material existing in the state accessible to every library and every citizen. These networks testify to the fact that no library can stand alone in serving its users successfully.

The more than fifty million volumes available in Missouri's libraries demonstrate the importance of these libraries to citizens and to business and industry .



## The Legal Basis for Libraries

In its Constitution (Article IX, Section 10) the State of Missouri declares its policy to promote the establishment and development of free public libraries and to accept the obligation of their support by the State and its subdivisions. Further, the Constitution provides: "the general assembly shall grant aid to such public library in such manner and in such amounts as may be provided by law."

This declaration of policy is implemented by Section 181.060, RSMo, which provides a formula for allocation of State Aid to Public Libraries. This section of the law includes incentive grants to counties for the creation of county library districts and for the establishment of regional multi-county libraries, and provides for some equalization assistance to county libraries with very limited local income. Because the equalization formula is no longer relevant, this section basically provides that all State Aid funds appropriated shall be allocated to eligible libraries solely on the basis of the population within the library district; the larger the population, the greater the amount of funds received.

The Constitutional policy calling for the promotion and development of public libraries is also manifested in the law establishing the Missouri State Library (Section 181.021). In this section of the law the State Library is required to "survey the services" of libraries receiving State Aid funds; to further coordination of library services furnished by the State with those of local libraries; to publish an annual report on conditions and progress of public library services; to furnish information and counsel on the establishment and operation of libraries and assistance in organizing and improving libraries, and to assist libraries in state institutions; to administer federal grant programs for public libraries; to administer State Aid programs for improving local library service; and to purchase library materials (books, etc.) and circulate

them to organizations approved by the Coordinating Board for Higher Education which is the governing body of the State Library. In addition, Section 181.065 provides for State support for library services to the blind and physically handicapped of the state. In general these statutes have been interpreted to mean that the State Library should devote most of its efforts toward the improvement of public libraries in order to meet the library needs of the citizens of Missouri.

Although libraries exist in all of the state's colleges and universities, in most if not all of its public schools, in many of its institutions, and in numerous private organizations, State statutes dealing with libraries concern, almost without exception, public libraries. Libraries of other kinds, obviously, are parts of larger organizations, e.g., a college or a school district, and are therefore governed indirectly by laws affecting the parent organization.

The very existence of a considerable body of law governing public libraries and the absence of law specifically governing academic or public school libraries illustrate the character of the public library in Missouri. To a very large extent Missouri's public libraries are not governed by general laws for cities, counties, or school districts; public libraries have their own law.

Although the public library laws of Missouri contain much detail regarding library operation, several fundamental, essential principles are contained in Missouri's public library laws. These are:

\*A public library, wherever located, is itself a political subdivision of the state, separate, even if geographically coextensive, from any other political subdivision. (Section 182.480, RSMo.)

\*An operating, tax-supported public library is the creation of the voters; it is not the mandate or the adjunct of either the State itself or any political

subdivision of the State. (Section 182.010, 182.140, 182.150, RSMo.)

\*The local operating funds of a public library are determined only by the vote of the people of the library district up to a maximum authorized in the State law. (Section 182.010, 182.140, 182.150 RSMo.)

\*Though local government officials (mayors, city councils, county courts, assessors, collectors and treasurers) have in the law some relationship to a public library, e.g., board appointments, collection of local taxes, custody of funds, the public library Board of Trustees is the supreme authority in the governance of a public library. (Sections 182.070, 182.200 RSMo.)

\*Mergers and consolidations of smaller or weaker public library units into larger ones (cities into counties, counties into consolidations) are permitted in the law and, in one circumstance, (multi-county) rewarded through the State Aid law. State law encourages the formation of larger units of service. (Sections 182.040, 182.291, 182.610 RSMo.)

In general Missouri finds itself with a large group of fairly independent public libraries that are governed only by State laws and a group of academic, school, and special libraries which, though not governed by specific State laws, must follow the direction of those organizations of which they are a part.

## Problems Faced in 1981 by Missouri Libraries

Any effort to describe fully the library services currently available to Missourians would necessitate a book-length discussion which would be inappropriate here.

Much could be said in praise of the current Missouri library scene, e.g., the number of books, etc. owned by libraries, annual expenditures, the number of skilled workers in libraries, the aforementioned spirit of cooperation, and, equally important, a willingness on the part of many library people to experiment, to seek innovations, to try new and better ways of accomplishing traditional tasks.

Nevertheless, a number of substantial and serious faults and shortcomings can be discerned in the Missouri library environment. These faults and shortcomings not only result in less than adequate library services today but, unless corrected, forebode deterioration and erosion of library services in the future.

These shortcomings are as follows:

\*475,000 Missourians (10.2% of the state's population) do not support a public library through local taxation. These citizens are located in part or all of 35 counties. The majority of these citizens voting have, on one or more occasions, chosen not to tax themselves for a library.

\*Many small, isolated, inadequately financed public libraries cannot provide their users with satisfactory levels of service.

\*State Aid funds are distributed to all public libraries meeting the minimum eligibility requirements of the law. The law provides no direction on how those funds should be used and there is no obligation to use them in any particular way.

\*The State Library is able to advise and counsel on the "best means of

establishing and maintaining libraries" but possesses no authority

to direct or require that the suggested means be followed.

\*Many public libraries, afflicted by inflation and a declining or slowly-growing property tax base, are unable to secure voter approval of an increase in their tax levies and therefore face retrenchment and/or deterioration. In some cases such a tax levy increase is impossible because of limits prescribed by state law.

\*Two very large public libraries which are assets to the entire state are supported by declining populations and a deteriorating tax base. Irreparable harm could be done to these libraries if new and improved sources of funding are not found for them.

\*Functions that properly are the responsibility of either State or federal government, e.g. government documents availability, have long been carried out by some local libraries with no compensation from any higher governmental unit.

\*Although no academic or school library, even the largest, can fully satisfy the needs of its patrons, many smaller academic libraries and many school libraries, plagued by inflation and constantly made aware of the knowledge explosion, each year find themselves less capable of serving the needs of faculty and students.

\*Although library networks have come into being as a result of a willingness to share and cooperate on the part of all libraries, and have been funded with federal funds through the State Library, no permanent and secure funding for those networks exists.

\*No statewide device for locating and making available needed library material exists , nor does a method for the rapid delivery of such material exist.

\*No system or legal means exists by which the State Library , as the primary library authority of the State , can move to organize , direct , or fund changes and developments which are taking place . No means other than persuasion exist to induce those who control parent organizations to allow their libraries to participate fully in library network activities .

\*Although the State of Missouri has accepted the responsibility to provide library services to the blind and physically handicapped of the state , the limited funding and low visibility of the program indicate a need for a fuller recognition of that responsibility .

## Policy Recommendations

In order to address the concerns outlined above, the Library Planning Committee recommends to the Coordinating Board the following policies which the Committee believes lie within the power and authority of the Board as the governing body of the Missouri State Library.

\*That the Board direct the State Library to so refocus and reorganize its programs and activities as to make them more responsive to the present and future developments and needs of the libraries and people of the state.

Among the changes recommended are:

1. A reaffirmation by the Board that the State Library is both by law and tradition the advocate for public libraries in State government and that the needs of public libraries should be the primary concern of the State Library.
2. A more aggressive role for the State Library as the chief library planner, evaluator, and monitor for the improvement and development of public library services.
3. An investigation by the State Library of means to provide tax support for public library services in areas presently without such service.
4. A phasing out of the State Library's current public library type activities such as supplying books, etc. to individuals and libraries, with these tasks through appropriate state funding being assumed by other libraries in the state.
5. An emphasis upon the State Library as the major comprehensive

unit for information for State government agencies and not for citizens in general.

6. More aggressive efforts by the Board and the State Library to secure increased funding for public libraries under the existing State Aid law and major emphasis on requests by the Board on funding of a statewide bibliographic data base, state documents distribution system, and for reimbursing local libraries of every type for performance of services that are of a statewide or regional character.
7. An investigation of the rule-making authority the Board already possesses in respect to the operation of the State Library and of the allocation of State Aid funds, in order to determine whether the Board already possesses the authority to accomplish some of the goals suggested in this report. An example of desirable rule making would be the promulgation of guidelines and methods of accountability for the use of State funds to reach appropriate levels of service.
8. An emphasis upon the research responsibilities of the State Library, particularly the collection of data regarding the use of libraries, the library needs of citizens, and the best means for improving libraries. This should lead to the State Library's being better able to serve as the chief advocate for library services at the state level and to the establishment of standards.

\*That the Board create a library advisory committee which would meet regu-



larly with the Board for discussion of problems affecting libraries.

\*That the Board accept and assert its role as the principal body in state government responsible for libraries and library services in the state.

\*That the Board recognize that because, by statute, the State Librarian is directly responsible to the Board, the State Library and library issues are major responsibilities of the Board.

\*That the Board accept and support its responsibility for providing library service to the blind and physically handicapped and that the Board view this service as a library service and not as a social welfare activity.

## Changes in the Law

Although it appears that the Coordinating Board can do much to enhance library services in the state simply by exercising more fully its existing authority, it is evident that changes in existing law, or the enactment of new laws, will be necessary in order to accomplish some of the recommendations in this report. The Coordinating Board is therefore urged to support and to encourage the passage of laws incorporating the following principles:

\*The State of Missouri should recognize public libraries as a part of the educational system of the state, and therefore accept the obligation to provide public libraries with the same percentage of financial support as it provides elementary and secondary schools, and community and junior colleges from State General Revenue.

\*The State should recognize the existence of and obligate itself to the financial support of those services such as library networks and a statewide bibliographic data base which benefit and improve the programs of more than one library.

\*Any provision for State support of local libraries should revise the equalization principle to recognize the differences in local wealth and taxing ability and secure a minimum level of library service.

\*That the Coordinating Board be granted authority to establish and enforce guidelines and incentives for minimum standards of library service.

\*Local citizens should be allowed to increase local library taxes without the limitations contained in existing laws.

\*The statute governing the State Library should be amended to provide for a permanent advisory committee to the Board composed of practicing librarians , with preponderant representation from the public library sector .

## Summary and Conclusions

In this report the Library Planning Committee has attempted to define and then to offer solutions to most of the truly critical problems being faced by libraries today. Each of these problems is, in the opinion of the Committee, a significant impediment to future library development in Missouri.

Of all the concerns listed, by far the most important is the recognition by the State that library service is a part, a vital part, of the educational effort of the State. As knowledge expands, as more individuals require information of various kinds in their work, in their daily lives, and in their performance as citizens, the existence and effectiveness of a library becomes more important to them. Without such a library many people may become less effective persons, in much the same way as one denied a formal education frequently functions less well or less successfully in this complex society.

The Library in 1981 is not a frill. It is not only a source of recreational and personal enrichment, it is a means for life-long education. As a state, Missouri must recognize this.

As Missouri's government body responsible for library service, the Coordinating Board for Higher Education must both recognize this and communicate that recognition to the Governor, to the General Assembly, and to any and all whose support can bring about better libraries.

## A P P E N D I X

*The attached position papers were prepared at the request of the Coordinating Board for Higher Education Planning Committee.*

October , 1980

# THE ROLE OF THE MISSOURI STATE LIBRARY

*prepared by*

*Donell J. Gaertner*

*Director of the St. Louis County Library*

In a report prepared by the Association for State Library Agencies (1978) the Missouri State Library categorized its own functions and responsibilities as follows:

	Primary Responsibility	Shared Responsibility
1. Library services to state government		
a) documents		x
b) information and reference service		x
c) legislative reference		x
d) liaison with institutional libraries	x	
2. Statewide library services development		
a) coordination of academic libraries		x
b) coordination of public libraries	x	
c) coordination of school libraries		x
d) coordination of institutional libraries	x	
e) coordination of library systems	x	
f) consulting services	x	
g) interlibrary loan, reference and bibliographic service	x	
h) statistical gathering and analysis		x
i) library legislative review	x	
j) interstate library compacts and other cooperative efforts	x	
k) specialized resource centers	x	
l) direct service to the public	x	
m) annual reports	x	
n) public relations	x	
o) continuing education	x	
3. Statewide development of library resources		
a) long range planning	x	
b) determination of size and scope of collections in the state		x
c) mobilization of resources	x	
d) subject and reference services	x	
e) resources - books	x	
f) resources - other printed materials	x	
g) resources - multimedia		x
h) resources - materials for the blind and handicapped		x
(Note: Primary responsibility for Wolfner Library for the Blind was given to the State Library subsequent to publication of this list.)		
i) coordination of resources	x	
j) little used materials	x	

4. Statewide development of information networks
  - a) planning of information network x
  - b) provision of centralized facilities x
  - c) exchange of information and materials x
  - d) interstate cooperation x
  
5. Financing the library program
  - a) administration of federal aid x
  - b) administration of state aid x
  - c) financing of library systems and networks x

While the preceding list is very comprehensive, I do not believe it reflects the concept of the State Library held by Missouri librarians. To most, the Missouri State Library is conceived in terms of:

1. its more visible activities, e.g.,
  - a) Interlibrary loan (primarily public library requests operating exclusively through public libraries),
  - b) Administration of state aid (exclusively public libraries),
  - c) Administration of federal funds (until recently public library funds, but now sought by all),
  - d) Direct public services (public library in concept), and
  
2. its organizational position under the Coordinating Board for Higher Education. Academic librarians too often consider the Missouri State Library to be a public library oriented organization; public librarians are equally convinced that the State Library is controlled by the universities; school and special librarians have had less reason to let their professional prejudices be known.

This confusion is to be expected. Until the Reorganization Act of 1974 the State Library operated as an independent agency with primary responsibility for public library development in the state. Even today the only state monies allocated through the Missouri State Library are those for state aid to public libraries. Funds for libraries in institutions of elementary and higher education are administered by their respective agencies. Moreover, until recently most federal monies administered by the State Library were LSCA funds earmarked for public library construction or other public library activities. Now federal monies are encouraging cooperative and multi-type library activities. Lack of money at the local level is adding stimulus to find cooperative solutions. To me the State Library is the agency most suited to providing the impetus, coordination and leadership to meet the changing facets of libraries and library services.

The most immediate challenge in my mind is to establish within the Coordinating Board for Higher Education how vital library services are to Missouri residents, and the corresponding importance of the Missouri State Library to Missouri libraries. The Planning Committee, this position paper, and other activities of the Coordinating Board for Higher Education all attest to the genuine concern and interest of the Coordinating Board. However, the development of the mechanisms for best presenting within the framework of the CBHE the recommendations resulting from current activities lies within the State Library and the Planning Committee.

The State Library should consider divesting itself of many of its public library type activities as quickly as is feasible. This will permit the utilization of the staff for leading the planning and coordinating of ongoing statewide activities, e.g., document depository, database, etc. It is conceivable to me that many public library activities presently performed at the State Library level can be accomplished at designated public libraries throughout the state. If true, the State Library must develop the program and regulations by which these functions will be accomplished.

The long range goals of the Missouri State Library should be centered on the statewide or at least non-local aspects of library services. The leadership role of isolating the problems to be resolved, establishing probable alternate solutions, and achieving the necessary cooperation among libraries is one which I see for the State Library.

The special relationship between the State Library and public libraries will remain. It is not likely (or even desirable) that the administration of state funds for libraries in public schools and colleges will be transferred to the Missouri State Library. State funding for, as contrasted with state aid to, public libraries should remain with the State Library. The State Library needs the authority to assure that State monies result in better library service to Missourians. This will require the development of standards, regulations, laws, if you will, by which programs are evaluated and monies are allocated or withheld.

This will also be true for those activities where types of libraries and independent institutions must be bridged, e.g., statewide database, document depositories, etc. The State Library presents the most likely avenue for success in achieving these goals. However, if major funding is to come from state government -- and I believe it should -- parameters must be established. The library community must be involved in establishing the guarantees and controls. The State Library must then see that they are met. For instance, there is no mechanism within the State Library and the Coordinating Board for Higher Education to implement and support the proposed Network legislation should it pass.

This paper has been extremely difficult for me to write. I hope I have conveyed my belief in a strong State Library agency. One whose strength comes not only from the control of the purse strings, but also from a stimulus by the State Library staff for each of us to think and act for good beyond our local institutional concerns. Thank you for this opportunity. I will be very happy to discuss these ideas with you in more detail.



SERVING THE UNSERVED  
*prepared by*  
*Gene Martin*  
*Director of the Daniel Boone Regional Library*

Present status

572,636 (11.6%) residents in 35 out of 114 counties in Missouri neither support nor have access to a public library. A small percentage of those counties, previously, have received library service demonstrations financed by federal and/or state funds, but an ensuing vote for the establishment and local financing of library services was defeated at the polls. In addition, sufficient interest could not be generated in the past in the greater majority of those counties to warrant a demonstration project.

Arguments for the extension of service to those areas would appear to have strong support:

- a. Article IX, Section 10 of the Constitution of the State of Missouri declares "it to be the policy of the state to promote the establishment and development of free public libraries and to accept the obligation of their support by the state and its subdivisions and municipalities in such manner as may be provided by law ..."
- b. Resolution No. 6, Section (a), adopted at the Governor's Conference on Library and Information Services, states: "RESOLVED, That library services should be widely available to all people, therefore (a) basic library services should be provided in all counties, with state assistance to areas that have no libraries."

Countering the above is an opinion held by a minority (?) of the Missouri library community that questions the extension of such service solely supported by state appropriation without a modicum of financial support generated by the recipients at the local level. (This non-interest-non-support on the local level does not escape the attention of certain political factions either, thus permitting legislators to give little attention to the matter.) Coupled with the minority opinion is the feeling that tax supported library districts, including those that have attained the legal maximum operating level, have large segments of their local populations that remain unserved due to inadequate financing on the state level.

Goals

The goal is self-evident, of course: the extension of service to unserved areas within a specified time span.

Taking into account the political and economic climate in the state of Missouri, it is unrealistic to assume that within the next five years library services can and will be extended to the residents of currently unserved counties and/or areas, or at least to the majority of them. A ten year time span would appear to be much more feasible.

In either case, it would be easier to achieve the goal if it were taken in concert with a concern for those unserved population segments residing within present tax supported library districts.

Possible steps to accomplish goals

1. Efforts should be concentrated upon creating a climate of acceptance in which the eventual goals of service to unserved areas can be achieved. This will require a strong public relations program designed to reach the following groups:
  - a. The present library community.
  - b. The constituencies, including the political representatives, of unserved counties.
  - c. The state legislature and governor.
2. A strong lobbying effort should be directed at the legislature and the governor to increase, within five years, State Aid to existing library districts.
3. Realistic approaches to governance and the administrative methods by which service can be extended to unserved counties when state funds are made available should be developed in conjunction with the public relations program specified in (1.) above.

\* \* \* \* \*

Attached are two lists of counties in Missouri: those ten counties with no tax-supported public library and the twenty-five counties with no countywide tax-supported library district but with some tax-supported municipal library districts. These lists include some history of library demonstrations and library elections in these counties since 1946. A map illustrates the location of these counties.

It might be well for the committee to consider various alternatives to providing library service to these unserved areas of Missouri.

1. Under present law, a library district may be created by a county court but a tax levy can be established only by a majority vote within the county (existing library districts within the county may choose to be a part of the election but may be excluded and can ask to join the county library district after its establishment).

The existing law is based on the premise that the establishment of and taxing for library districts are local decisions. Citizens should have the right to say they do not want a public library service.

In the past the Missouri State Library has used funds from the Federal Library Services and Construction Act for demonstration purposes in the unserved areas. Indication of those which have been successful are shown on the attached sheets. Some of the successful demonstrations since 1955 were in Maries, Osage and Miller Counties which are part of the Thomas Jefferson Library System; in St. Charles County, in Camden, Pulaski and Laclede Counties, the latter two counties are part of the Kinderhook Regional Library; in Andrew and Buchanan Counties, now the Rolling Hills Consolidated Library; in Schuyler, Clark, Knox and Lewis Counties, now the Northeast Missouri Library Service; in Warren, Franklin and Gasconade Counties, now the Scenic Regional Library; in Howard, Boone, and Callaway Counties, now the Daniel Boone Regional Library; in Barton County which is part of the Town and Country Regional Library; and in Lafayette and Johnson Counties, now the Trails Regional Library. The costs of these demonstrations have been as high as \$150,000 for a demonstration. Each of these demonstrations was based on strong local interest and support by the citizens and in most instances by the existing municipal libraries and in some instances by adjoining county library districts. No major demonstrations have been conducted since 1966.

2. Another approach could be a change in the law mandating public library service much as the state mandates public education. If this were done it should probably be accompanied with authority for the Coordinating Board for Higher Education to promulgate standards for public library service in order to avoid the creation of units of service which are too small to support an adequate service for their citizens.
3. A third approach could be to change the law making the state responsible for public library service to the citizens of the state. This would mean that at least a large portion of the cost of public library service would need to come from appropriations of the General Assembly and again would probably need to be based on rules and regulations promulgated by the Coordinating Board for Higher Education.

MISSOURI COUNTIES WITH NO TAX-SUPPORTED PUBLIC LIBRARY  
(1980 Census)

County	Population	Assessed Valuation*
ADAIR	24,870	\$65,541,991

Non-tax library in Kirksville (pop. 17,167) supported by the Sojourners Club. Northeast Missouri State University at Kirksville serves as a resource library for the Northeast Missouri Library Network.

The last library vote was April 4, 1967, after considerable effort and a strong educational program. Both the library establishment proposition and the twenty-cent library tax were defeated by a large majority.

DeKALB	8,222	\$31,069,476
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Non-tax library at Maysville (pop. 1,187).

An election April 7, 1945 resulted in defeating both the library establishment (for 453, against 1,086) and a ten-cent library tax (for 437, against 1,124). An extensive Missouri State Library demonstration program preceded an election on April 4, 1961 with the following results: to establish a county library district (for 691, against 1,186), to levy a ten-cent library tax (for 679, against 1,193).

HARRISON	9,890	\$40,045,694
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Non-tax library at Bethany (pop. 3,095).

The Missouri State Library bookmobile demonstrated service to the county in 1947-48.

LINCOLN	22,193	\$71,894,028
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Non-tax libraries at Elsberry (pop. 1,272) and Troy (pop. 2,624).

County had the State Library Demonstration Program in 1949-50 and in 1963-64. An election October 6, 1964 resulted in a vote to establish a library district (for 1,323, against 1,151) but the vote to levy a twenty-cent library tax failed (for 1,231, against 1,236).

MONITEAU	12,068	\$35,967,356
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Non-tax library in California (pop. 3,381).

The Missouri State Library bookmobile demonstrated service in the county in 1947-48. An election April 6, 1946 resulted in defeating both the library establishment (for 511; against 915) and a ten-cent library levy (for 495, against 923).

OZARK	7,961	\$19,467,214
Non-tax library at Gainesville (pop. 707).		
The Missouri State Library bookmobile demonstrated service to the county in 1947-48.		
RALLS	8,911	\$42,344,462
The Missouri State Library bookmobile demonstrated service to the county in 1950-51.		
SHANNON	7,885	\$13,285,208
Non-tax library at Birch Tree (pop. 622).		
An election April 7, 1947 resulted in defeating both the library establishment (for 692, against 850) and a ten-cent library tax (for 642, against 825).		
The Missouri State Library bookmobile demonstrated service to county in 1948-49.		
On July 24, 1978 the Shannon County Court created a Shannon County Library District under section 182.015 RSMo. An election to levy a ten-cent tax on April 3, 1979 resulted in defeat. The County Library Board has been contracting with Current River Regional Library which has, with the aid of a federal LSCA grant, given some service to the county. The vote to levy a tax in August, 1980 failed.		
WORTH	3,008	\$18,030,646
Non-tax library at Grant City (pop. 1,068).		
An election in April, 1947 resulted in defeating both the library establishment (for 237, against 930) and a ten-cent library tax (for 234, against 748).		
Total population and assessed valuation for the ten counties with no tax-supported library service	125,475	\$382,771,959

MISSOURI COUNTIES WITHOUT COUNTY-WIDE LIBRARY SERVICE

County	Population Outside Library Tax District (1980 Census)	Total Population	Assessed* Valuation
BATES	14,402	15,873	\$52,982,047

Rich Hill (Pop. 1,471)  
Assessed val. \$1,600,541  
Tax levy 20 cents  
Total income \$2,684

Non-tax library at Butler (pop. 4,107).

An election April 4, 1950 resulted in defeat for both the library establishment (for 1,301, against 2,385) and a ten-cent library tax (for 1,277, against 2,322). Another election was held in May, 1969. The report to the Missouri State Library was that it failed (for 347, against 2,049). We assume this referred to a tax levy to support the library.

BUTLER	20,554	37,693	\$80,420,501
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Poplar Bluff (pop. 17,139)  
Assessed val. \$28,681,073  
Tax levy 20 cents  
Total income \$108,628

Three Rivers Community College in Poplar Bluff maintains a library.

In 1978 the Butler County Court created a county library district under section 182.015 RSMo and appointed a library board of trustees which has been working with Eunice Pennington, Director of the Current River Regional Library and has also met with the Poplar Bluff Library Board of Trustees.

CALDWELL	6,555	8,660	\$32,675,319
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Breckenridge (pop. 523)  
Assessed val. \$546,425  
Tax levy 4 cents  
Total income \$318

Hamilton (pop. 1,582)  
Assessed val. \$3,219,220  
Tax levy 25 cents  
Total income \$9,795

County	Population Outside Library Tax District	Total Population	Assessed* Valuation
CARROLL	6,500	12,131	\$71,292,254

Carrollton (pop. 4,700)

Assessed val. \$10,269,519

Tax levy 20 cents

Total income \$36,938

Norborne (pop. 931)

Assessed val. \$1,799,067

Tax levy 15 cents

Total income \$5,803

CHARITON	8,514	10,489	\$63,156,680
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Salisbury (pop. 1,975)

Assessed val. \$3,777,899

Tax levy 10 cents

Total income \$16,021

Non-tax library at Keytesville (pop. 689).

The Missouri State library demonstrated service to the county in 1948-49.

Elections in 1947 and 1949 failed. The results in 1949 were to establish a library district (for 919, against 959) and to levy a ten-cent tax (for 896, against 958).

CLINTON	11,397	15,916	\$55,776,715
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Cameron (pop. 4,519)

Assessed val. \$10,589,377

Tax levy 25 cents

Total income \$28,339

The Missouri State Library bookmobile demonstrated service to the county in 1947-48 and in 1960-61. With a federal LSCA grant, Rolling Hills Regional Library demonstrated service to the county in 1965-66.

A vote April 4, 1961 resulted in defeat to establish a county library district (for 868, against 1,395) and to levy a ten-cent tax (for 859, against 1,389).

A vote to establish a county library district was unsuccessful in 1945. A vote on March 12, 1966 to establish a county library district resulted in defeat (for 814, against 1,418); to levy a tax (for 225, against 1,201).

On November 13, 1977 the Clinton County Court established a county library district under section 182.015 RSMo and appointed a library board of trustees.

County	Population Outside Library Tax District	Total Population	Assessed* Valuation
DENT	10,063	14,517	\$39,194,199
Salem (pop. 4,454) Assessed val. \$9,953,854 Tax levy 20 cents Total income \$21,933			

HOLT	4,534	6,882	\$37,705,993
Mound City (pop. 1,447) Assessed val. \$3,071,303 Tax levy 20 cents Total income \$5,914			

Oregon (pop. 901)  
 Assessed val. \$1,697,452  
 Tax levy 20 cents  
 Total income \$4,902

The Missouri State Library bookmobile demonstrated service to the county in 1953-54. A vote to establish a library district and levy a ten-cent tax failed on April 5, 1955.

HOWELL	17,187	28,807	\$47,730,730
Mountain View (pop. 1,664) Assessed val. \$1,938,362 Tax levy 20 cents Total income \$9,900			
West Plains (pop. 7,741) Assessed val. \$15,210,580 Tax levy 20 cents Total income \$33,004			
Willow Springs (pop. 2,215) Assessed val. \$2,779,967 Tax levy 20 cents Total income \$12,375			

West Plains Campus of Southwest Missouri State University maintains a library.  
 A countywide election April 1, 1947 failed.



County	Population Outside Library Tax District	Total Population	Assessed* Valuation
JASPER	29,652	86,958	\$254,224,505
Carthage (pop. 11,104) Assessed val. \$27,293,250 Tax levy 20 cents Total income \$81,727			
Joplin (pop. 38,893) Assessed val. \$114,635,322 Tax levy 15 cents Total income \$200,257			
Webb City (pop. 7,309) Assessed val. \$11,089,170 Tax levy 20 cents Total income \$25,419			
Two colleges, Missouri Southern State College and Ozark Bible College in Joplin maintain libraries. County had the Missouri State Library Demonstration Program in 1956-57. An election April 2, 1957 resulted in defeat to establish a county library district (for 1,064, against 2,931); to levy a ten-cent tax (for 1,054, against 2,948).			

JEFFERSON	129,674	146,814	\$380,470,363
Crystal City (pop. 3,573) Assessed val. \$11,989,550 Tax levy 20 cents Total income \$39,632			
DeSoto (pop. 5,993) Assessed val. \$8,405,540 Tax levy 20 cents Total income \$38,356			
Festus (pop. 7,574) Assessed val. \$11,052,876 Tax levy 20 cents Total income \$33,433			
Non-tax library at Herculaneum (pop. 2,293). Jefferson College at Hillsboro maintains a library. County had the Missouri State Library Demonstration Program in 1961-63. Three elections have been held. A vote failed in 1939. A vote April 2, 1963 failed: to establish a county library district (for 2,503, against 2,975); to levy a 20-cent tax (for 2,470, against 2,942). An election May 19, 1964 again failed: to establish a county library district (for 1,177, against 1,878); to levy a 15-cent tax (for 1,147, against 1,859).			

County	Population Outside Library Tax District	Total Population	Assessed* Valuation
LINN	7,002	15,495	\$44,656,460
Brookfield (pop. 5,555) Assessed val. \$9,535,671 Tax levy 18 cents Total income \$20,665			
Marceline (pop. 2,938) Assessed val. \$3,337,492 Tax levy 25 cents Total income \$12,718			
MACON	9,210	16,313	\$51,914,130
LaPlata (pop. 1,423) Assessed val. \$2,748,368 Tax levy 20 cents Total income \$6,296			
Macon (pop. 5,680) Assessed val. \$12,758,558 Tax levy 20 cents Total income \$28,424			
There was considerable activity and interest in county library service in 1965-66. Plans were made for an election in 1966 but it appears this did not materialize.			
MARION	9,827	28,638	\$92,265,218
Hannibal (pop. 18,811) Assessed val. \$47,185,098 Tax levy 20 cents Total income \$113,307			
Non-tax library at Palmyra (pop. 3,469). Hannibal-LaGrange College maintains a library. The Missouri State Library bookmobile demonstrated service in the county in 1951-52.			
MONTGOMERY	7,890	11,537	\$48,242,810
Montgomery City (pop. 2,101) Assessed val. \$5,668,430 Tax levy 10 cents Total income \$6,760			

County	Population Outside Library Tax District	Total Population	Assessed Valuation
MONTGOMERY (continued)			
Wellsville (pop. 1,546)			
Assessed val. \$2,642,028			
Tax levy 20 cents			
Total income \$6,820			
NODAWAY	12,438	21,996	\$89,580,266
Maryville (pop. 9,558)			
Assessed val. \$18,207,030			
Tax levy 20 cents			
Total income \$43,948			
Conception Seminary and Northwest Missouri State University at Maryville maintain libraries.			
The Missouri State Library bookmobile demonstrated in 1954-55. A vote failed in 1930 and a vote in April, 1955 resulted in defeat: to establish a county library district (for 1,056, against 1,474); to levy a 10-cent tax (for 1,033, against 1,494).			
PEMISCOT	10,646	24,987	\$63,632,974
Caruthersville (pop. 7,958)			
Assessed val. \$10,620,186			
Tax levy 10 cents			
Total income \$33,133			
Hayti (pop. 3,964)			
Assessed val. \$4,825,496			
Tax levy 11 cents			
Total income \$6,216			
Steele (pop. 2,419)			
Assessed val. \$2,006,820			
Tax levy 20 cents			
Total income \$5,082			
PHELPS	19,587	33,633	\$76,966,632
Rolla (pop. 13,303)			
Assessed val. \$30,058,300			
Tax levy 20 cents			
Total income \$96,876			

County	Population Outside Library Tax District	Total Population	Assessed Valuation
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# PHELPS (continued)

Newburg (pop. 743)

Tax levy 20 cents (no statistics)

Non-tax library in St. James (pop. 3,328).

University of Missouri at Rolla maintains a library.

In 1973 the Phelps County Court established a county library district under section 182.015 RSMo and appointed a library board of trustees.

PIKE	13,307	17,568	\$82,093,976
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Louisiana (pop. 4,261)

Assessed val. \$8,023,770

Tax levy 5 cents

Total income \$14,066

Non-tax libraries in Bowling Green (pop. 2,936) and Clarksville (pop. 668).

The Missouri State Library bookmobile demonstrated service to the county in 1950-51.

ST. FRANCOIS	33,128	42,600	\$128,373,978
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Flat River (pop. 4,443)

Assessed val. \$7,523,126

Tax levy 18 cents

Total income \$22,636

Desloge (pop. 3,481)

Tax levy 10 cents (no statistics)

Elvins (pop. 1,548)

Tax levy 10 cents (no statistics)

Non-tax libraries in Bonne Terre (pop. 3,797) and Farmington (pop. 8,270).

Mineral Area Junior College in Flat River maintains a library.

An election was held April 4, 1972 to establish a county library district (for 1,300, against 1,350) and to levy a library tax (for 1,129, against 1,388).

In February, 1973 the St. Francois County Court created a St. Francois County Library District under section 182.015 RSMo and appointed a library board of trustees. It appears an election to levy a tax was held April 3, 1973 and that the issue was defeated.

County	Population Outside Library Tax District	Total Population	Assessed Valuation
SALINE	20,733	24,919	\$90,086,266

Slater (pop. 2,492)  
Assessed val. \$3,242,287  
Tax levy 25 cents  
Total income \$11,252

Sweet Springs (pop. 1,694)  
Assessed val. \$3,478,220  
Tax levy 15 cents  
Total income \$5,231

Missouri Valley College in Marshall maintains a library.

The Missouri State Library bookmobile demonstrated service in the county in 1951-53.

An election April 7, 1947 resulted in failure: to establish a county library district (for 1,263, against 3,765); to levy a 10-cent tax (for 1,176, against 3,765). An election April 7, 1953 again failed: to establish a county library district (for 710, against 2,181); to levy a 10-cent tax (for 708, against 2,157). After a lengthy and extensive educational program, another election was held April 5, 1966: to establish a county library district (for 486, against 4,844); to levy a 20-cent tax (for 445, against 4,838).

SHELBY	4,510	7,826	\$32,278,461
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Shelbina (pop. 2,169)  
Assessed val. \$4,366,130  
Tax levy 20 cents  
Total income \$12,998

Clarence (pop. 1,147)  
Tax levy 10 cents (no statistics)

The Missouri State Library bookmobile demonstrated service in the county in 1951-53.

STODDARD	20,171	29,009	\$79,426,699
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Bloomfield (pop. 1,795)  
Tax levy 10 cents (no statistics)

Dexter (pop. 7,043)  
Assessed val. \$10,433,977  
Tax levy 20 cents  
Total income \$41,539

The Missouri State Library bookmobile demonstrated service to the county in 1948-49.

County	Population Outside Library Tax District	Total Population	Assessed Valuation
VERNON	10,762	19,806	\$61,748,464

Nevada (pop. 9,044)

Assessed val. \$19,778,395

Tax levy 20 cents

Total income \$61,729

Cottey College in Nevada maintains a library.

The Missouri State Library bookmobile demonstrated service to the county in 1946-47. An election was held in 1948 resulting in failure. An election November 2, 1976 again resulted in failure. This election had support from the Nevada Public Library Board of Trustees.

WAYNE	8,918	11,277	\$20,893,051
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Piedmont (pop. 2,359)

Assessed val. \$2,822,683

Tax levy 15 cents

Total income \$4,646

The Missouri State Library bookmobile demonstrated service to the county in 1950-51. On June 9, 1975, the Wayne County Court created a Wayne County Library District under section 182.015 RSMo and appointed a library board of trustees. An election to levy a 20-cent tax was held August 2, 1976 (for 1,419, against 1,871). Another election was held November 2, 1976 (for 1,830, against 2,614). The Wayne County Library Board of Trustees continues to work closely with Eunice Pennington, Director of Current River Regional Library at Van Buren, and is presently contracting for some service. An LSCA grant to Current River Regional Library has supplemented service available from the Piedmont Public Library.







Total population outside library tax districts (25 counties)	447,161	
Population in totally non-library tax counties (10 counties)	125,475	
Total population in non-library tax areas of Missouri (35 counties)	572,636	11.6%
Total population in library tax areas	4,344,808	88.4%
Total population of Missouri	4,917,444	100%

\*County assessed valuation figures are taken from the Thirty-Fourth Annual Report of the Missouri State Tax Commission year ending December 31, 1979.

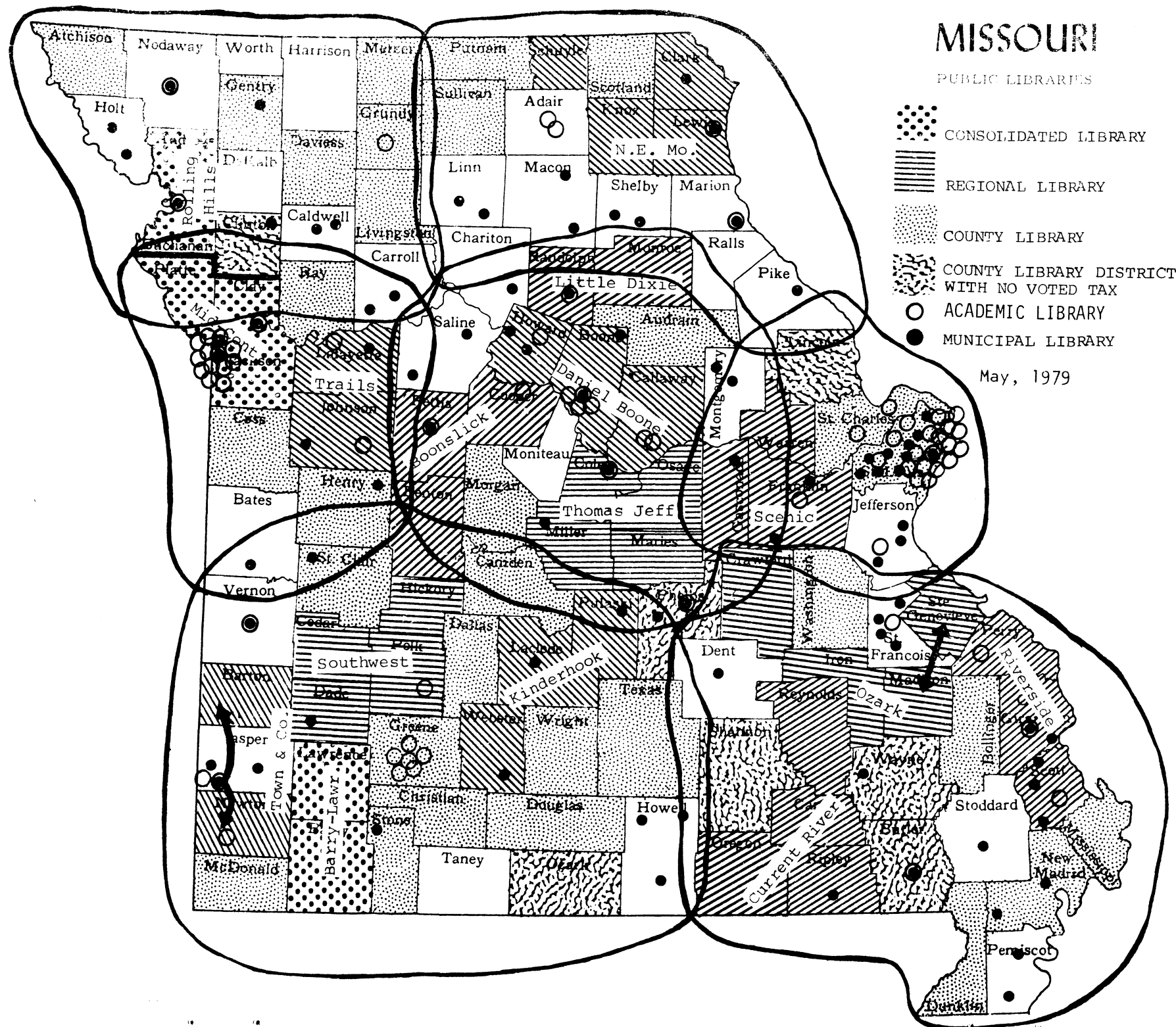
The library statistics are taken from annual reports filed July, 1980 for the year ending June 30, 1980.

# MISSOURI

PUBLIC LIBRARIES

-  CONSOLIDATED LIBRARY
-  REGIONAL LIBRARY
-  COUNTY LIBRARY
-  COUNTY LIBRARY DISTRICT WITH NO VOTED TAX
-  ACADEMIC LIBRARY
-  MUNICIPAL LIBRARY

May, 1979



## EXCHANGE OF INFORMATION AMONG LIBRARIES

*prepared by  
Esther Gilman*

*Director of the Trails Regional Library*

The credibility of any type of library as an effective information center for its patrons is tested every time a patron comes through the door. The patron's request may involve a request for a specific title, general or specific material on a subject, or information to answer a specific question. The patron is well served if the library system's own collection and skilled staff produce the information sought. If, however, the material or information is not available in the local system, the patron need not be turned away with "Sorry, we do not have" or referred vaguely to another library. Depending on the philosophy and on the affiliations of the patron's library, he can leave assured 1) that the library to which he is referred has the material sought and that he has access to that library; 2) that his library will ask for his title on interlibrary loan from any other library; or 3) that a reference search and assistance from another library will be sought to locate material on his subject or to retrieve the specific bit of information. The patron in any case is served and served well through the library most convenient for him to use. He had available to him the resources of his community and his state, or beyond.

The patron may have a choice of libraries he contacts. He works for a corporation or institution which maintains a specialized library for staff; he is a continuing education student at a local campus; he lives within a public library district. He is a patron shared by more than one type of library, as are many Missourians. Other Missourians -- out-of-school, non-campus, non-institutional, rural or urban -- have no choice of access to resources except through public libraries.

Although libraries define their clientele -- a student body, residents of a political entity, special users -- and build collections and services to serve that clientele, the patron does not always assess his query as "appropriate" to one library or another, if he has a choice. He tries the library most convenient to use.

To give reliable assistance to patrons at the first point of inquiry for materials not locally available, libraries need specific information about each other, about resources; they need mechanisms for exchange of information, structures for operation of exchange, and a channel for state-wide coordination.

### STATE OF THE ART

The practice of one library loaning materials to another -- interlibrary loan -- has a long tradition in libraries, codified by the American Library Association and standardized in accepted request forms, and originally intended for unique materials in serious research.

As proliferation of print and non-print grew, education levels rose, and populations became highly mobile, libraries of all kinds, pinched by rising costs as well as choices in acquisition, began to realize the inability or even the advisability of being self-sufficient. The concept of inter-dependence grew -- large libraries on special



collections, special libraries on large general or other special libraries, school and community college libraries on local public libraries, medium and smaller libraries on State Library resources and reference services, or its network of "resource" libraries in the state, mostly large public libraries.

Pockets of cooperation in interlibrary loan and reference services have existed, and persisted, in various areas of the state often limited to libraries of one type or to public-academic alliances within one locality.

The King Research Report, based on those libraries completing the survey form in 1979, indicates 118,000 items borrowed and 160,000 loaned. Not all regional networks were in operation.

The flow of materials for interlibrary loan has understandably been from larger libraries to smaller ones, in part because holdings of other medium and small libraries are not known. Not all loan items filled by major libraries are unique materials.

The access to OCLC by an increasing number of libraries in Missouri has broadened the base for location of needed items, as has the expansion of the Missouri Union List of Serial Publications. The OCLC interlibrary loan sub-system for subscribers has simplified the interlibrary loan process.

The formation of regional library networks in Missouri has for the first time brought a formal structure to the sharing of library resources and information among all types of libraries within a geographic area of the state. All six in operation have emphasized as first priority interlibrary loan, expedited by a communication system and in some a delivery system. Reference search services are not as available in some networks as in others. Reciprocity agreements between libraries or "info passes" admitting borrowers to other libraries are in evidence but are not uniform with networks.

For many public, school and community college libraries which are members, the regional networks have replaced their dependence on the state library network. Location of material nearer at home has, with delivery service, considerably shortened the time for the library and its patron.

The structure of the networks; the potential in available technology for identification and location of items; the willingness of member libraries to share materials -- to loan as well as to receive; the opportunity for libraries to work toward common goals with all types of libraries; to develop mutually agreed policies; to share staff training; all are steps toward assuring a library patron that the material or information is available to him, precisely where, when, or how.

The shadows on the rosy picture are many. Not all libraries are participating in networks. Existing technology in individual libraries and in networks is not always compatible. A state-wide or regional bibliographic data base is in the future for location of materials. The extent to which member libraries can support from their own funds network activities is yet to be determined. Large libraries, developing their own sources beyond the state as well as honoring out-of-state requests, may continue to have drains without reimbursement on staff time and materials as a resource for networks, regional or state.

Federal funds , targeted for the purpose , have been used for most multi-type activities in the state . The State of Missouri officially does not recognize the totality of the State's many libraries and their resources , however supported , as an accessible information pool for its citizens .

## GOALS

Other topics under discussion -- networks , document depositories , state bibliographic data base , strengthening public libraries and extending services to those without service , the State Library -- all are ultimately aimed at serving a patron and contribute to the information a library needs to serve that patron .

1. State recognition of multi-type library organizations with the Missouri State Library as the state agency charged with authority to coordinate activities and to channel state funds for multi-type library operations .
2. Continued development of network activities from federal funds and membership fees , broadening base of memberships and encourage linkage between networks .
3. Continued planning and development of the state-wide bibliographic data base and the Missouri Union List of Serial Publications .
4. Encouragement , particularly for small and medium libraries , through workshops or other means to utilize newer technology for the production of machine readable records of holdings . Holdings of even small libraries in networks have value in a regional data base or exchange between neighboring libraries .
5. Strengthening of existing public libraries through adequate and effective state aid . For many Missourians the public library is their only access to library materials and services .

## MEANS TO ACCOMPLISH GOALS

1. Passage this year of the network bill before the General Assembly , giving the State Library authority to coordinate multi-type library activities .
2. Planning for network funding request for FY 1983 .
3. Support of \$1.00 per capita for FY 1981 for state aid to public libraries .
4. Development of a public library state aid law that will set standards and direct funds toward meeting standards so that a community library becomes a reliable local information center .
5. Technical advisor and consultant at the State Library to assist the regional networks and to counsel small and medium libraries in planning for and utilization of available technology suitable for their needs and/or coordination with other units .

A RATIONALE FOR DRASTICALLY CHANGING  
MISSOURI'S STATE AID TO LIBRARIES LAW  
*prepared by*  
*Carl R. Sandstedt*  
*Director of the St. Charles City-County Library*

Henry Greer is confused. He always thought of himself as a pretty good Sunday mechanic, but carburetors have changed with all these emission laws, and now instead of having a running automobile, he has a mess in his driveway. A friend drives him to the library and he gets a book that helps him put things back together again.

Mildred Parkinson is beside herself; she has a dinner party starting in two hours and forgot to buy block chocolate for a recipe. She calls the library's telephone reference department and they tell her to substitute butter and cocoa and in what proportion. Living on a farm, she saved not only time, but several dollars in gas by not having to drive to a store. The library she called was a municipal district, other people paid taxes to have Mildred's question answered. She got by free.

Jackson Potter quit school when he was fifteen and never really learned to read. He wouldn't be caught dead going back to school, but somehow libraries are different and he feels comfortable attending a Laubach class at a local branch library. After he learns to read, he finds that schools receive in excess of a thousand dollars per student for classroom teaching, while libraries educate and re-educate the entire community for about five dollars per capita. He also learns that the state pays about fifty percent of his local school's expenses but only about four percent of the costs of operating the local library. "Aren't libraries education?", he asks, "they sure taught me."

Pete Martin is thinking of starting a store dealing with energy saving devices such as solar panels and fireplaces. He contacts his county industrial development agency which puts him in contact with the business information specialist at the local public library. She tells him about a class that the state university is holding in the library that deals with small business, and tries to get him some specialized materials from a major public library serving her network. The city that the library is in has just obtained a large industrial development employing thousands of people who will pay an earnings tax. Since the city no longer depends on a property tax (it's only nine percent of the city's total revenue) they granted a property tax abatement for the plant. The city's public library is a special service district almost completely dependent on property taxes. The major library has no funds with which to order the specialized book. Pete Martin gets some information, but not enough.

MEANWHILE, THE CBHE, THE LEGISLATURE, AND THE LIBRARY COMMUNITY  
DEBATE THE MERITS OF FORTY CENTS VS. FIFTY CENTS STATE AID.

Henry, Mildred, Jackson, and Pete learned several lessons about libraries, though they probably still don't know the entire story, and they still probably take libraries for granted. Briefly, libraries serve as inexpensive outposts of local, state, and federal services that save other governmental units millions of dollars in duplication costs, educate womb to tomb in a technologically changing society for less than one percent

of the cost of formal education in schools, and are sinking fast because they are almost totally dependent upon a revenue source which they don't control and which means less and less to the governmental units which hold the strings.

Let's examine the inherent weakness of the property tax. Lesson number one: it's a terrible way to keep up with inflation. My salary goes up every year, and even though it buys less and less, the tax bite because of its progressivity increases and produces windfalls. A blender costing fifteen dollars ten years ago costs twenty-five dollars today, and the sales tax appended to the purchase exactly matches inflation. Try to match the property tax to inflation and you get taxpayer revolt Proposition 13 style; this is because of the tax's high visibility. Other bodies have recognized this and have been successful at obtaining a balanced revenue mix. The City of St. Louis had reduced dependence on property taxes to about nine percent of the total budget. No wonder they grant tax abatements.

Lesson number two: never get into a crap game if they don't let you roll the dice.

The problems with inflation and being completely tied to a revenue source which the entity can't control are justification enough for a revised method of financing libraries, and these reasons parallel the arguments of public school personnel in arguing for increased reliance on funding sources not based on the property tax. It does not, however, answer the question of why it is specifically the state's obligation to insure adequate libraries as they insure adequate education.

Education carries with it many external benefits to society as a whole, so that the states and the federal government have seen fit to finance it. In some ways, this argument parallels the reason why the federal government, through LEAA grants, has seen fit to fund local police activity, although no similar program exists for fire protection. If as a taxpayer I have no fire department, my house will burn down; if I have no police protection, not only will I be robbed or killed, but the area in which I live will become a "Hole in the Wall" where assorted desperados will congregate, only to spread their crime to neighboring communities.

One has only to look at many Latin American countries to see the effect of a lack of universal education. Uneducated peasants flock to the cities, so that in twenty years Sao Paulo and Mexico City will become the largest and among the poorest cities in the world, each with about thirty million people, most wretchedly poor and uneducated.

In the United States, the government has adopted the policy of universal education so that similar problems will not exist. In fact, the nation's problems with the urban, black, poor can probably be said to stem from an historic lack of universal educational opportunities after the Civil War. This cannot happen again, so the state and federal governments assure me some kind of education if I am born in Hayti Heights, since I might wind up in Jefferson City, or St. Louis, or Chicago. Similarly, if I am well educated, the chances are greater that I will become a contributing member of society, and will not be on welfare or holding up the local Seven-Eleven. Thus, society benefits from universal education, whether or not I actually have a child in school at that time.

Are libraries educational? The legal history of a string of court cases states a resounding "yes." Will their importance increase in relation to formalized classroom education with an aging population that needs retraining for two or three careers during a working lifetime? Almost assuredly.

In addition to the universal education component, there are two arguments for state involvement in libraries based on lack of facilities duplication and economy of scale. First, libraries are inexpensive conduits of other services of local, state and federal government. In St. Charles, libraries register voters, distribute tax information and forms, and Department of Energy displays and publications; the University of Missouri-St. Louis holds classes in our branch libraries and University Extension has inexpensive access to all locations of the county for its programs without a single dime having to be spent for facilities. Second, the inherent savings to all levels of government by having adequate state support of library networking saves the state needless expense. Kansas City Public and St. Louis Public libraries have untold bibliographic wealth and yet are unable to obtain necessary books and serials subscriptions because of their reliance on a declining tax base. These expenses are passed along to individual public libraries and to the university system which must needlessly duplicate their efforts. The purpose of this paper is not to deal with networking activity, but encouragement of larger units of service, and elimination of needless duplication should be on the minds of anyone addressing the concept of redirecting state aid.

Although this paper is not primarily prescriptive in nature, I think it would be wise for the CBHE and the library community to closely examine this whole business of state aid with the idea of making improvements, in addition to simply spending more money.

Stated bluntly, present state aid laws are simply an insult to good government; they do nothing but reward per capita grants, and the simple existence of people in an area does not necessarily mean quality library service is present also. State aid law is thirty-five years out of date, making reference to areas where a one mill tax does not yield a dollar per capita, and to cities of the first class, both of which ceased to exist many years ago. Reassessment and rollback will wipe out all state aid unless libraries can convince the voter to grant them windfall property taxes, a condition clearly against the spirit of RSMo 137.073. The problems inherent in this law are so great that completely new legislation should be drafted. What should this legislation attempt to do?

First, a reward should be given for easily measured units of performance. School foundations usually reward adequate pupil-teacher ratios by encouraging employment and adequate remuneration for teachers. A similar, easily monitored aid package would reimburse local library districts for a percentage of either total personnel costs, or for professional librarians' salaries specifically. Materials budgets are also caught in the inflation squeeze, and are often the areas to be sacrificed by a library forced to pay its utilities to keep the doors open. Again, reimbursement for a portion of these expenses would be relatively easy to audit and unlike a simple per capita aid would encourage a library district to maintain expenditures in these vital areas. Better libraries would result.

Second, the ability of a district to deliver services based on tax effort in relation to valuation should be measured and an equalization component established. Present library law has an equalization component dealing with additional aid to those districts where one mill or more does not yield a dollar per capita. Those drafting new legislation should be more careful to achieve wording which does not become so immediately outdated with inflation as to be useless.

Third, current legislation makes reference to minimum millages and the point that such millages not be cut. This simply puts the cart before the horse, since the provisions of 137.073 mandate such millage cuts with reassessment and rollback. Total income, not millage rates, are what's important, and the individual property taxpayer should be given a break whenever possible. Above all, it's morally and politically untenable that libraries be the only unit of government forced by state law to ask the voters for additional taxes after reassessment on the pretext of losing state aid if the elections are unsuccessful.

Fourth, the lessening of official immunity restrictions in federal, as well as state, courts makes increased administrative skills on the part of library managers more and more important. Such skill does not come cheap, and does not always parallel the traits necessary to be a good reference librarian or a good children's librarian. Do not confuse the desirability of having a good local library with that of having a strictly "local" library district. The problems of Missouri's crazy quilt pattern of municipal and county districts are large enough so that aid legislation should encourage multi-county units of service in rural areas. A population base of forty to fifty thousand seems necessary for efficient operation of library districts. A component of the aid package could, for example, give an additional \$10,000 to single county districts, \$30,000 to two county districts, and \$50,000 to three or more county districts. This would encourage larger, but not ungainly, units of service; would attempt to solve the problem of the county user who does not pay for service provided by a municipal library district, and would in itself have an equalization component of sorts that would reward poorer rural counties at a higher per capita ratio than large urban counties.

Last, the state should take special concern with the libraries which serve as an integral part of the state network plan through reimbursement on a unit basis for network based transactions. Special attention should be given to both Kansas City and St. Louis Public libraries because of their role within the state's bibliographic universe and because of their drastically declining tax bases.

My paper initially addressed the problems of the property tax. Is there anything good about the tax, and how much reliance should Missouri's libraries place on it?

Although the property tax has many problems, as stated in my paper, it has certain advantages as well: it taxes wealth instead of income, it's relatively easy to collect locally, and it's more stable in times of recession, falling off less quickly than sales or income taxes. Also, because of the lessened reliance on property taxes by schools, there's some chance that its visibility as the major irritant of the local taxpayer may decline.

This does not, however, justify the almost complete reliance upon property taxes upon which this state's library districts depend. Because of the property tax's almost complete inability to adjust to inflation, library support in terms of real dollars has *declined markedly in most parts of rural Missouri*. One regional library has not been able to raise salaries for beginning librarians for four years.

This is a situation that should not be allowed to continue. Libraries are integral components of our educational community and save other units of government millions of dollars. If Missourians had to buy the books they borrow, they'd spend two hundred and fifty million dollars, almost ten times the amount spent on the state's public libraries from all sources,

Missouri, of all the states, makes perhaps the strongest statement of state responsibility for libraries as education in its constitution. And yet, our libraries are dying, while we debate whether to spend forty cents or fifty cents per capita.

# REGIONAL FEDERAL GOVERNMENT DOCUMENT DEPOSITORY

*prepared by*

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## State of the Art

In 1962 the U. S. Congress passed Regional Depository legislation as a part of the Federal Depository program. This allowed for selected libraries which received the approval of the State Library Authority (Missouri State Library) and the Superintendent of Documents to be recommended by a Congressman from that state for Regional Depository status. If approved by Congress, that library would then become a Regional Depository.

When one such library is designated and legally responsible to maintain a full depository collection other Selective Depositories about the state are allowed to weed their collections. Five years after receiving a government publication the Selective Depository may offer any document it wishes to discard to the Regional Depository. If the Regional Depository does not need the document it is then offered to other Selective Depositories and, if not needed, may be discarded.

At the present time no Regional Depository has been designated in the State of Missouri. Therefore all Selective Depositories are required by law to maintain every government publication they have ever received as a Selective Depository. For the last several years this could amount to as many as 35,000 publications per year, depending on selections made. For a variety of reasons peculiar to the Selective Depository program many publications have been received by many libraries which are no longer of practical value, but which must be housed and maintained to fulfill the law.

## Immediate Goal

Just designating a Regional Depository is not enough. If a Regional Depository is to be really effective it must develop a program for building the incomplete collection of holdings and purchasing equipment to give adequate, then hopefully, excellent service to the Selective Depositories as they endeavor to serve their clientele. This program would also require appropriations of funds. It must be provided adequate funding to make it an effective research center.

The major problem is one of space, which ultimately becomes one of money. If a regional could be designated, this would relieve space for all Selective Depositories as they could discard unneeded documents knowing they could go through the Regional Depository to receive a copy if such were needed. However, as it relieved the Selective Depository, it would create a greater space problem for the Regional Depository as it began to gather complete files of government publications to be more effective as the resource center for Selective Depositories serving the entire state. Space is a significant problem. The first step, then is to designate a Regional Depository with adequate funding to provide space needed to house the collection.



## Possible Steps to Accomplish Goal

Getting a library designated with adequate space to house an effective collection is a desperately needed first step, and would be a commendable goal. However, in planning, either for this initial phase or development for the future, there are other considerations:

a) While a single library must be appointed as the official Regional Depository, the possibility exists that cooperation could be used in housing the materials.

b) If the Regional Depository is to be effective, it must have necessary funding to make an all out effort to be a complete collection. Being a complete collection would involve attempting to acquire back files of document series.

c) Microforms should be seriously considered as a space-saving device as well as possible form for back files.

d) The collection could be effective only as adequate indexing was available to have bibliographic access. Most major libraries of the state would have some of these, but others would have to be purchased.

e) Adequate equipment will need to be available with the storage of materials, machines for reading of microforms and reproduction of both paper and microfiche copy as beginning essentials.

f) Adequate personnel to staff the collection for effective reference and interlibrary loan services.

g) On-line access to appropriate data bases especially for materials searches with computer access for use of OCLC and other relevant access tapes.

This is a very brief and superficial presentation. However, it does present the basic needs and considerations. We desperately need a Regional Depository in Missouri, but whether it is designated as a part of one of the state's educational institutions, or major public libraries, or the State Library, there must be adequate funding to make it workable and effective. Hopefully it could be funded and developed beyond adequate to excellent.

\* \* \* \* \*

## SUPPLEMENT

The U. S. Government Printing Office continues to urge the state to establish at least one regional depository library with such statements as the following which appeared in October 1975 Public Documents Highlights published by the U. S. Government Printing Office.

"Every State needs at least one regional depository library. Here will be found on microform and/or in print every available depository item currently produced by the United States Government. The regional depository library provides the possibility for centralizing as complete a collection as is possible within a State."

"It also provides the machinery under existing Federal Law for reshaping the documents collections of depository libraries within the State. Runs of documents no longer relevant to the needs of today's library patrons

can be listed for the regional depository library. Selection may then be made to assure completeness of holdings, and the lists circulated to aid in rounding out other collections. The regional library can then authorize disposal of unneeded documents."

"To date some 36 States have taken advantage of the opportunity to establish regional depository libraries. Indeed, each State is entitled under law to two regional depositories and 6 States have availed themselves of this provision."

Or the following which appeared in the February 1980 issue of the same publication.

"Last year, after pointing out the many benefits accruing to regional depository libraries (HIGHLIGHTS #32), your Editor expected 1979 to be a big year for new regionals. However, the very thoughtful people in only one depository library decided to take full advantage of obtaining 100% of the publications provided through the Depository Library Program. So, hearty congratulations to all the good people connected with Oklahoma State University in Stillwater, Oklahoma, which becomes second regional for the "Sooner State."

"To all the advantages set forth in HIGHLIGHTS one year ago, please add another. We are living in a time of double digit inflation when every dollar must be spent as wisely as possible. A regional library can help to lighten the financial burden on libraries throughout their state by providing ready access to all depository materials available in the Depository Library Program. Besides this, the individual region has an immediate handle on some of the most significant publications being published anywhere in the world today. What a boost for collections development that is--every item being delivered without charge to the library's doorstep!"

"Hopefully, the 1980's can be the decade that will see regional depository service available in all 50 states. Think about it! Our earlier offer still stands. For the states lacking regional service (Alaska, Arkansas, Delaware, Missouri, Rhode Island, South Carolina, South Dakota, and Tennessee), we can arrange to have a specialist on the subject speak to library associations, document round tables, and similar groups."

As stated in the accompanying paper, if Missouri is to have a regional depository library the first step is the designation of that library. Some questions that the committee needs to consider are what libraries would be most feasible.

1. The Missouri State Library could be the logical institution to provide staff and coordination. However, the Missouri State Library does not have the historical collection that exists in other libraries of the state. If the Missouri State Library were

to assume this responsibility the largest cost to be covered by State appropriations would be for space and equipment and additional staff, at least one librarian and one clerical person to organize and handle the materials. A study prepared by the Washington State Library in July, 1979, determined the cost of that regional depository to be close to \$50,000 a year.

2. The University of Missouri at Columbia and the St. Louis Public Library have the historical collections but neither has the space or staff for the undertaking.
3. There are other academic and public libraries which might assume the responsibility but in every instance as stated in the earlier paper, state funds would need to be made available and the state would need to be certain that the overall responsibility of maintaining the program for the entire state was being met.

Another alternative that has been considered by Missouri librarians is that of sharing responsibility for federal depository items. In this event one institution would have to provide staff for the coordination and monitoring of the program but the space problem might be shared by a number of institutions. Again the cost of space and the funding becomes an important consideration.

A task force needs to explore in depth these alternatives and others in order for the Coordinating Board for Higher Education to determine the best direction in order to take to the General Assembly a well-developed plan and a request for funding.

LIBRARY NETWORKING IN MISSOURI  
*prepared by*  
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STATE OF THE ART

The basic planning document for the development of library networks in the state of Missouri is the Missouri State Network Plan. The Plan calls for no more than seven geographic areas to be established as network regions. At the present time six of those areas have developed into operating units. The Kansas City area has most recently gotten under way, having just started their interlibrary lending this past July. One area, the Southeast region, is still in planning stages and seems to be having difficulty overcoming its problems of large geographic area coupled with sparse populations and resources.

Almost all of the existing networks are serving as interlibrary loan facilitators within their region. Some have presented workshops or training sessions to aid in staff development. One has experimented with cooperative purchasing of supplies; another has experimented with micro computer applications to library problems. Long range plans for several include cooperative acquisitions, collection analysis and development, consultation services, and cooperative public relations.

To date all network activity has developed outside present library law. Missouri has no statutory recognition of networks. A bill to authorize networks was introduced into the 80th General Assembly in 1980, but it failed to pass the Senate. This bill will be reintroduced in 1981.

Such is the present picture of library networking in the state of Missouri, but there is much to be done to achieve the major purpose of the Network Plan which is "To make information resources available to every Missouri citizen through cooperation of all types of libraries in a Missouri State Network."

GOALS

Recognizing that this paper is a five year view forward, it must still examine some very short range immediate goals to pursue the major purpose stated above. Basically the goals I see fall into these categories:

1. Passage of enabling legislation to ensure recognition of library networks as a political and statutory entity.  
(Time Frame: 1--2 years)
2. Incorporation of all libraries of the entire state into one or another region. (Time Frame: 1--2 years)
3. Development of stable funding to support networks.  
(Time Frame: 2--4 years)

4. Development of a technological interface among all network headquarters. (Time Frame: 2--3 years)
5. Development of an efficient, speedy delivery system. (Time Frame: 3--5 years)
6. Strengthening of library resources through collection analysis and collection development on a statewide level. (Time Frame: 3--5 years)

#### STEPS TO ACHIEVE GOALS

##### 1. Enabling Legislation:

Without statutory recognition it will be difficult, if not impossible, for the networks to seek tax sources of revenue or to develop as future needs are identified. Current law does allow libraries to cooperate together in single purpose networks such as the Missouri Film Cooperative, but it does not recognize the multi purpose network as a political entity within itself.

The proposed enabling legislation provides recognition of networks as a formal organization, presents a recommendation for funding, and gives authority to the State Library, under the direction of the Coordinating Board of Higher Education, to coordinate the efforts of the regional network units into a cohesive State Network System. Such authority and recognition simply do not exist at this time.

To ensure passage of this legislation, support must be elicited from those with political skills and knowledge -- the Coordinating Board and Department of Higher Education, the State Library, the Department of Elementary and Secondary Education -- all whose constituencies will benefit from the networks. If any group has a lack of understanding or acceptance of the network concept, then efforts by the library community must be made to allay those concerns and garner support.

##### 2. Incorporation of All Libraries:

This goal implies two things; first, that the libraries of the Southeast Region must be aided in establishing their network or should be urged to participate in another existing network; and second, that all libraries in a region be urged to participate in their network. Without advancement in these two areas there will never be a Missouri State Network.

The Network Plan recommends that within three (3) years of the adoption of the Plan that the boundaries of each network region should have stabilized and that all regions should have developed an operational network plan. Since the Plan was adopted in 1977, the end of 1980 should find all regions stable and operating. Any region failing to have developed its own plan should be directed by the State Library to choose one of two options:

1. that the State Library will directly aid in the establishment of an initial network plan and headquarters for the region; or
2. that the region's individual libraries will be directed to other bordering networks which could incorporate those libraries into their structure.

In either case all libraries will be strongly urged to participate in some networking activity.

These networks are also structured to be multi-type. This diversity creates strength in resources. Schools have been scorned by some networks for fear that their demands will sink the structure, and schools have also shown reluctance to become involved because they either feel they have nothing to share or feel that they cannot or will not share their major resource -- non-print materials. Handling such concerns will require a lot of attitude changing and willingness to gamble on the part of those concerned until some of these problems are solved. In the meantime rich resources of school and some special libraries are lying fallow.

Attitude is also a problem with some major libraries in several regions which have elected not to participate for a variety of reasons -- fear that their resources will be sapped, confidence that the paucity of materials as they perceive them in their region cannot possibly serve their needs, and unwillingness to commit staff time to the inter-library loan needs of others.

To overcome these attitude problems, it is necessary for the regional networks or the resulting State Network to develop activities which would be so attractive to these libraries that benefits of involvement in them would outweigh the negative attitudes and concerns or perceptions.

Suggested activities might include region or state-wide membership in large regional centers to allow inexpensive access to computerized

reference data bases, regional storage centers, or rapid document delivery availability.

### 3. Stable Funding:

Present reliance on soft Federal dollars places the networks in an unstable situation and makes long range planning a tenuous process. The networks have been in existence as large demonstration projects. And they have worked. Since their existence has made more efficient use of available resources to thousands of Missouri citizens, I feel that it is time that the state recognize their worth and agree to fund them in part. Membership fees must continue to be a part of the network's funds, as well, and probably there should be use fees for some types of services, but stable funding from state revenues for operations is necessary to insure their continued existence.

The enabling legislation speaks to this point although it does not ask for specific funding at this time.

One other objective within this goal is to determine a method of remuneration for large private resource libraries which act as major resources for these networks. Because these private libraries would make few, if any, demands on the networks, they would have little reasons to participate. Recognizing their importance through direct funds paid them would help keep their materials available to the public institutions which need them.

### 4. Technological Interface:

To function as a statewide network, it is essential that the network headquarters of each region be able to communicate with each other. As equipment is studied for use as a communications tool among libraries in any one network area, its ability to interface with existing equipment in other regions should also be kept in mind.

The Missouri Network Board should maintain a technology standards subcommittee to which proposals made to the State Library for new technology would be referred. This committee should be knowledgeable about existing equipment and trends. It should not serve to subvert proposals, but rather to assure that regions making proposals are aware of what is in other regions, how their proposed equipment might or might not be compatible, and to give the regions benefit of their expertise.

Technology is an area where large amounts of money can be consumed in a project quickly outmoded or ill conceived.

## 5. Delivery System:

A delivery system denotes two things:

- a) a vehicular contrivance moving materials from point A to point B, and
- b) a rapid document delivery device

I maintain that each is needed.

For some time there has been talk of taking advantage of the "corridor system." This is the corridor along I-70 from Kansas City to St. Louis via Columbia. The University of Missouri presently has a van plying this route daily. If details could be worked out, it could mean that materials from anywhere in the state could be moved to anywhere else in the state within, conceivably, two days. It would require spur routes, obviously, to the four corners of the state and to Jefferson City and Rolla, but at least one of those interconnecting courier points is already available, that from Kansas City to the Northwest Region. This idea is worth discussing. Perhaps a better physical method could be found, but the general principle should be explored.

Rapid document delivery depends on technology again. This method could speed journal articles or single pages of documents to libraries throughout the state. The aforementioned technology committee could study and recommend systems for the transmission and receipt of documents in network headquarters. Such speedy retrieval would be a strong selling point to reluctant academic or special libraries.

## 6. Collection Development:

Some detractors of networks speak of the "pooling of poverty" when they speak of the dearth of resources in some areas of the state. But the whole concept of networking arose from a recognition that libraries must be interdependent because they cannot afford to be independent. Our collections are spotty even though we each recognize our obligation to have immediately available those materials it is reasonably assumed would satisfy our individual clienteles. However, clients do not always make reasonable requests!

Too few of us can say with confidence exactly what our collections contain. We perceive our strengths and weaknesses on rather subjective bases. Region by region collection analysis could far



more readily identify our real strengths and weaknesses, and could allow us to make more knowledgeable choices among the vast amounts of materials available.

Such analysis would also provide a framework for planned regional collection development. This would ensure that large percentages of requests could be filled within our regions and that costly duplication of esoteric materials could be kept to a minimum. Resources should be greatly strengthened even without increasing present levels of expenditures.

To achieve this objective it will be necessary to come to an understanding of the definition of collection development and to generate the proper attitude toward it. Acceptance by librarians may be its greatest obstacle.

Presupposed in collection development is access to a statewide bibliographic data base which is being discussed in a separate paper.

From what is outlined above I project that within five (5) years in Missouri, regional networks will be legitimate entities with solid tax based financing, and programs and delivery systems suitable for the needs of their clients, and that networking among multiple types of libraries will be an accepted method for meeting a variety of needs with all libraries involved with one or another region. A multitude of projected activities could be noted here in which networks could be involved, e.g. cooperative supplies acquisitions, storage centers, sharing of specialized personnel, in-service training, experimentation with micro computers, etc. but these are natural progressions which develop after the total acceptance of and authorization of networking as a concept is achieved.

I further project that these several regional networks will have developed the technological ability to interconnect in such a way as to achieve a Missouri State Network. The development of the Missouri State Network will serve to solidify the efforts of Missouri librarians as they work within any multi-state regional network such as MIDLNET. This solidarity is important to assure that such an organization would be politically attuned to the needs of Missouri libraries. Missouri could then have an effective voice in directing national library network policy in future years.

In conclusion, networking has had an auspicious beginning in Missouri. In most regions its development has moved to the point where few of us feel we could function efficiently without it. It is now necessary that we all work together to move networks from the pilot program stage to the established level of state recognition and funding.

# A BIBLIOGRAPHIC DATA BASE FOR MISSOURI

*prepared by*

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Libraries of all types and sizes are facing enormous difficulties in their attempts to provide quality service and materials to the user at a time when fiscal constraints and proliferating information are severely limiting librarians' efforts to meet their responsibilities. The average cost of a hard-cover book has increased 64.7% during the last 6 years while the average cost of a periodical has risen 70% in that same time. Our costs are increasing, but our budgets are either decreasing or at best, remaining at previous levels. While costs are going up, more and more information is becoming available. The more information available, the more we depend on it for the growth of our society and economy and for our quality of life. In view of this expanding information, some futurists are terming the coming years as those comprising the information age, replacing the industrial age.

As librarians, we are acutely aware that in order to continue to provide services and resources to our users amid these difficulties, we must engage in a variety of cooperative projects as well as take advantage of the advances made in computer technology and telecommunications.

Computer technology allows us to organize our information in a more sophisticated and retrievable manner than previous methods allowed -- "from a few bits\* per second per dollar to nearly 10,000 bits per second per dollar."<sup>1</sup> Once the information is in the computer, methods of retrieval are enhanced because the computer provides for a dynamic interaction, unlike the static one we encounter in using the printed media.

Utilization of computers in libraries support and strengthen internal operations resulting in more efficient and effective service to users. Computer technology has already had an impact on libraries. Today librarians are using computers to catalog books, to do reference queries, to order materials and to circulate books. Whether these processes are performed manually or by the computer, it is necessary to begin with an accurate description of all library materials involved in the process, distinguishing one from the other. This description is called the bibliographic record. A catalog card is a bibliographic record and when the information on a catalog card is put into a format which can be used by a computer, we have what is known as a bibliographic data base.

A bibliographic data base is then a collection of library records in machine-readable form. The records can be those of books, journals, audio-visual materials or any other library material. Once the records are in the data base, the computer can manipulate them in order to provide services such as cataloging, acquisitions, etc., and products such as bibliographies, lists, etc.

Missouri libraries are already using data bases in a variety of ways. Over 40 Missouri libraries are using OCLC, Inc., a bibliographic data base located in Columbus, Ohio, to catalog materials and locate others for interlibrary loan. Over 50 libraries have put their periodical records into a data base forming The Missouri

\*bit: the smallest unit of information in the binary system.

Union List of Serial Publications (MULSP). Over 60 Missouri libraries are using computerized data bases for reference services.

In spite of these several data bases, Missouri has no comprehensive bibliographic data base of resources within the state. We need a data base that goes beyond OCLC to give us subject access. We need a data base that unifies all types of library materials (books, journals, audio-visual material) into a single base. We need a data base which is accessible to more than the 40 OCLC or 50 MULSP libraries, one which is accessible to all Missouri libraries in a manner appropriate to the needs of individual users. We need a Missouri bibliographic data base which can become a node in the developing national bibliographic data base.

At the present time, we simply do not know what resources are available in our state; some very unique and valuable collections exist in our libraries, but very few people are aware of their existence and these collections are certainly not known at the state level. Our present system forces us to assume that the most probable sources for library materials are the libraries with the larger collections. Consequently, we are of necessity overlooking the resources of smaller collections. At the present time, it is neither practical or economical to search beyond our "most probable sources." A Missouri bibliographic data base will relieve some of this pressure from the larger institutions and distribute interlibrary loans more equitably to other Missouri libraries. By not knowing what exists in the state, librarians are building collections in a vacuum, duplicating publications when it may not be necessary and therefore not using limited funds in the most effective manner possible. With a Missouri data base, we can begin coordinated efforts at collection development at the statewide level. When we do not know what resources are available, we cannot fully serve the citizens of Missouri.

While it is possible to plug nearly every aspect of library operations and services into the data base, it is not necessary for each library to include every item and every operation. Each library will be able to decide which of its operations and services it wants in the data base. It is logical, however, that if the needs of the large research libraries of the state are met through the data base, so also will the needs of the smaller libraries be met, but in a manner appropriate to the need.

Within 5 years, Missouri should have a statewide bibliographic data base which is operational. It is, however, somewhat difficult to predict exactly what the data base and its services will be in 5 years. Computer technology and applications are changing so rapidly that what is possible in 5 years might be completely unknown now.

It could be that within 5 years we will not be sending materials across the state by interlibrary loan, but we will instead be transmitting the texts of materials from library to library, or from library to home. In a 1979 article in "Science," Lewis Branscomb points out that a single glass fiber the diameter of a human strand of hair is capable of transmitting the contents of more than 40,000 books from one coast of the U.S. to the other in less than one hour.<sup>2</sup>

Missouri is not the only state investigating the means to accomplish a broadly-based bibliographic network. SOLINET, a 10-state regional network in the southeastern U.S., has recently begun developing its version of a regional bibliographic data base known as the Regional Support System. NELINET in the New England area is following a path similar to the one taken by SOLINET.

While several individual states or regions are progressing toward their own data bases, a national bibliographic data base is in the developmental stages. This concept has been discussed for a number of years but only recently has it been recognized as a national need. The recent report of the National Enquiry calls for a national bibliographic system in its first of 12 recommendations.<sup>3</sup> Inherent in the White House Conference on Library and Information Services resolution on networking is the need for a national bibliographic data base. The Council on Library Resources is conducting a 5-year, \$5 million project working toward the provision of effective bibliographic services, improved bibliographic products and cost control of bibliographic processes. If Missouri is to be a part of this national system, we must first develop our state data base; once our data base is established, we will be able to link with data bases in other states and/or regions as well as the national data base when it is developed thus broadening the resources available to Missouri residents.

The technology for a statewide data base is available; the need in Missouri now exists; a growing number of librarians in the state are committed to it and, in fact, the process has already begun.

The process began in 1977 with the Missouri State Network Plan which was adopted by the Missouri Library Association and endorsed by the Coordinating Board for Higher Education. The Plan has as its purpose making "information resources available to every Missouri citizen through cooperation of all types of libraries in a Missouri State Network."<sup>4</sup> One of the stated goals of the Plan is "to facilitate communication and resource sharing among the resource networks through compatibility of technology."<sup>5</sup> The Plan recommends that in moving toward the goal, access be developed and provided "to a machine-readable data base of library materials, print and non-print, located throughout the State."<sup>6</sup>

In accord with the data base recommendations, the firm of Becker and Hayes presented the first step in the process with its study, A Statewide Data Base of Bibliographic Records for Missouri Libraries.<sup>7</sup> As a result of this study, a committee was named by the Missouri Libraries Network Board to continue efforts toward the development of the statewide data base.

The Data Base Committee engaged King Research, Inc. to survey all libraries throughout the state in an effort to verify the needs and desires for the data base system. The survey was completed in August of 1980<sup>8</sup> resulting in several Data Base Committee recommendations for the development of the data base. A copy of the Executive Summary of this report is attached.

While these activities were taking place, another committee known as the Corporation Study Committee was investigating the establishment of a not-for-profit corporation which would have as one of its many functions the responsibilities for the data base once it is developed. In an effort to provide a more cohesive and comprehensive approach to the tasks, the Data Base Committee and the Corporation Study Committee were recently merged into one, known as the Missouri Network Corporation Committee (MNCC).

The new committee analyzed the King Survey recommendations and the Corporation Study Committee recommendations as well as the results of several studies which were conducted by individual libraries in the state relating to bibliographic data bases. Based upon this analysis, the Committee voted in July 1980 to plan for the replication in Missouri of the Washington Library Network (WLN) system to achieve the statewide bibliographic data base. WLN is a computer-based integrated library system which was developed by the State of Washington. Its software package is now available to libraries outside the State of Washington. WLN is the system chosen by SOLINET for its Regional Support System.

In addition to the vote to plan for WLN replication in Missouri, the MNCC also formulated bid specifications for a Missouri Corporation to provide services to Missouri libraries. The bid specifications stipulate that the Corporation will provide or facilitate services in 4 areas: resource sharing and collection development, resource sharing mechanism, catalog alternatives and network representation. As pointed out in the Becker and Hayes and the King documents, a statewide bibliographic data base is essential to perform these services.

Metrics Research Corporation has been selected as the firm to conduct the next phase of the data base development according to the bid specifications developed by the Missouri Network Corporation Committee. Metrics' work has very recently commenced with the final report expected in February 1981. The tasks to be completed by Metrics include:

- preparation of an organizational plan;
- preparation of a guide for necessary and advisable legal actions;
- preparation of a financial plan;
- preparation of a technical plan to include WLN;
- a plan for bibliographic services and products needed by Missouri libraries.

After the Metrics phase is completed, the next step will include the implementation of a statewide bibliographic data base. The full impact of the potential Metrics recommendations is not known at this time, but we can be assured that as a result of the Metrics recommendations and actions taken by the committee subsequent to the study, many aspects of Missouri library operations will change. The role of the State Library in this project is not known yet. Other items being presented to this Committee today

may also be influenced by what will happen within the next 6-12 months. I think, however, that we can say with confidence that the goal of the Missouri State Network Plan is indeed in sight.

What I find particularly impressive in the work which has been done recently is that representatives from all sizes and types of libraries have sat together, doing the necessary research, formulating the recommendations and systematically moving into the next phase. As a result of these coordinated efforts, we will have a data base which will serve all Missouri citizens, just as the network plan states. We will not have a data base which can and will be used only by the major research libraries in the state; rather all libraries will have the opportunity to participate at a level appropriate to their needs. No one individual or institution has made a decision and then imposed it on others. We must continue in the way we are operating at the present time -- a broadly based group working together making recommendations, seeking input from many and then moving ahead.

#### RECOMMENDATIONS TO THE CBHE LIBRARY PLANNING COMMITTEE

I would urge this Committee to insure that the progress which has been made toward a bibliographic data base continue without delay, with all discussions, recommendations and decisions being made at the statewide level. A liaison between this Committee and the Missouri Network Corporation Committee should be established to keep you informed.

After the Metrics phase is completed, more specific action may be needed from this Committee. One major area Metrics will be investigating is the entire financial plan for the establishment and maintenance of the corporation and its technical component. In order to at least begin the process, new funding through legislation may be needed or we may have to re-examine and re-structure present funding patterns. Until the Metrics report is in, however, we will not know future necessary actions or commitments. What is necessary now is that you as a Committee are current with the data base developments and supportive of our efforts.

## EXECUTIVE SUMMARY

This report presents the findings of the Missouri Statewide Library Data Base Survey and the recommendations of the Statewide Bibliographic Data Base Committee. The purpose of the survey was to assess the needs of the libraries of the state for a machine-readable data base of library materials, which could assist in the sharing of resources. Based on the survey and its own knowledge of the needs and capabilities of the state's libraries, the Committee developed recommendations to the Missouri Libraries Network Board.

The survey was a census of all the public, academic, and special libraries and school districts in Missouri. In preparation for the design of the questionnaire and to communicate the purpose of the study, open meetings were conducted in each of the seven network regions of the state. The regional meetings provided the opportunity for all librarians in the state to discuss their needs and concerns about a statewide bibliographic data base with the study team and Committee members.

Following the regional meetings, a questionnaire was designed by King Research, in close consultation with the Committee, and mailed to the libraries of the state. The questionnaire was designed to investigate the state of current and planned automation in each library; the number and types of bibliographic records already in machine-readable form; the importance of automating specified functions for responding library, and the importance of a statewide data base for those functions; the preferred characteristics of a statewide data base; libraries' opinions on possible ways to pay for a statewide data base; and their preferences on certain governance issues.

Fortytwo percent of the questionnaires were returned. The highest response rates were from academic and public libraries, at 89 and 64 percent, respectively; these types of libraries would be the major users of and contributors to the proposed data base.

Among the libraries responding, 23 percent had automated at least one library function. Academic and special libraries are engaged in automation much more often than the other types of libraries. The most frequently-automated function was cataloging, and the most used automated cataloging system was OCLC. Also ranking high on the list of automated functions was the management of periodicals: many libraries reported participating in the Missouri Union List of Serial Publications, which is maintained on a minicomputer at St. Louis Public Library.

The bibliographic records already in machine-readable form around the state consist primarily of OCLC and MULSP records for monographs and for periodicals.

The functions for which libraries would most like to see the data base used were: determining which libraries own specific monographs and periodicals for interlibrary lending and for making acquisitions decisions; searching the data base by subject; producing statewide and regional union lists of holdings in book or microform; and transmitting borrowing requests from one library to another.

The materials most wanted in the data base were the total holdings of adult non-fiction and periodicals, and adult fiction, documents, and juvenile materials ten years old or newer.

When asked about ways in which they would be willing to contribute to the costs of developing and maintaining the data base, many libraries' responses showed a lack of information about the nature and magnitude of such costs. Libraries already engaged in automation appeared to be better informed than those not currently automating any of their processes. Among the libraries willing to express an opinion, most were willing to contribute to the costs of adding and maintaining their own records and of producing union lists. Few were willing to support the development of the data base.

The last section of the questionnaire sought the libraries' views on possible governing bodies having the responsibility for the data base. Most libraries expressed a desire to vote directly on major policy decisions or to be represented by another library of the same type from the same region. The Statewide Bibliographic Data Base Committee made the following recommendations:

1. That its efforts be joined with those of the Corporation Study Committee and the results of their combined efforts on governance be reported to the Missouri Libraries Network Board. Governance is a difficult and important decision and the Committee does not feel that the findings of the survey are sufficient to make a recommendation at this time. The results of the survey did not give a clear direction as to the type of governance structure needed to operate a statewide data base; however, the results did indicate a strong preference for a representational structure. Since the Corporation Study Committee has been appointed by the State Librarian to study the question of governance for a not-for-profit organization, the Data Base Committee suggests immediate further study of a not-for-profit organization as a probable means of governing the data base.
2. The use of OCLC tapes and other existing data bases in MARC format as the source of records to begin the statewide data base. Expand the number of libraries adding new acquisitions as quickly as feasible. The 3.5 million monograph records already in machine-readable form are the logical starting point for the data base. The goal is to have as many libraries as possible contributing records. The Committee did not rule out retrospective conversion. Libraries which convert their own collections will be encouraged to contribute them to the data base. It is expected that decisions about converting other collections specifically in order to add them to the data base will be made by the data base managers as the need for such conversion becomes apparent.
3. The integration of the Missouri Union List of Serial Publications files into the statewide data base. The high priority that respondents



placed on periodicals means that periodicals and other serials should be included in a statewide data base. Thirty-six respondents are already contributing to the MULSP file and 28 of them reported a total of 80,332 serial titles in the system. Thus, MULSP provides the beginning of a statewide serials data base; more libraries should be added and these records integrated into a single statewide bibliographic data base.

4. The development of on-line access to the statewide data base for those libraries and networks requiring it and the generation from the statewide data base of microform finding lists with author, title, and subject access. The goal will be on-line access to the data base. The Committee recognizes, however, that on-line access is complex and costly. Furthermore, not all libraries will require direct on-line access. Access will be by author, title, and subject because of the strong preference for subject access expressed by survey respondents.
5. The exploration of the need for automatic message transmittal. The data base function for which respondents expressed a strong need was transmittal of interlibrary loan requests. Considerable improvements in ILL communications are possible in addition to an on-line message system.
6. Discussions with OCLC and other bibliographical utilities to avoid unnecessary duplication and cost. Most of the Missouri libraries that are automated use OCLC so the statewide data base should be planned in such a way to build on this fact to avoid duplicating OCLC's, etc., services or operations.
7. That funds be sought from the State and other bodies to subsidize the development of the data base. A plan for charges and in-kind contributions for maintaining the statewide data base should be developed. Products, such as union lists, should be defined and pricing policies should be formulated. This recommendation stems from the survey findings that respondents are willing to bear the costs of maintaining the data base and to buy copies of products such as a union catalog, but not to support the development.

## NOTES

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5. Ibid.
6. Op. Cit. p. 12.
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# SERVICE TO THE BLIND AND PHYSICALLY HANDICAPPED IN MISSOURI

*prepared by  
Missouri State Library Staff*

The Department for the Blind of the St. Louis Public Library was founded in 1924. In 1931 the Division for the Blind was set up in the Library of Congress and the regional library system was established. Today in the United States there are 56 regional libraries and 102 sub-regional libraries administered locally, but receiving their basic book collection from the Division. The Talking Book program was started in 1934 because many blind persons are over fifty and find it difficult to learn braille. Therefore, the bulk of the use is recordings.

In 1938, Dr. Meyer Wiener, a St. Louis ophthalmologist, and a group of his friends raised funds to purchase an old telephone exchange building in St. Louis to be used as a special branch for the blind. The Henry L. Wolfner Memorial Library for the Blind was named for Dr. Wiener's associate of many years.

Since 1952 children's books have been provided by the Library of Congress. Before that time volunteer braille transcribers provided reading matter for the young readers. Many of these volunteers are still actively helping individual students obtain textbooks and outside reading materials not available from regional libraries. There are some private organizations such as Recording for the Blind, and American Printing House which supply textbooks to blind and physically handicapped students. Midwestern Braille Volunteers and Talking Tapes are two of several groups in Missouri.

In 1962, the Division was authorized by Congress to collect and maintain a library of braille musical scores. This collection is one of the fastest growing braille collections of the library. Braille scores from the United States and foreign presses, as well as scores transcribed by volunteers, are available for loan to blind musicians. In addition, books about musicians and music technology or literature are produced in braille and recorded.

To keep abreast of modern technology, magnetic tape was introduced to the program as an added service. Playback equipment is loaned free for use with books and magazines recorded on disc at 8 and 16 rpm and on cassette at 1 7/8 and 15/16 inches per second. Accessories supplied on request include earphones and pillowphones. All materials are circulated to borrowers by postage-free mail.

Blindness is only one of the handicaps that makes a person unable to read. There are those who, having lost the use of one or both hands permanently or temporarily, are unable to hold a book or magazine. There are those whose visual handicap does not meet the rigid definition of blindness but who still cannot see to read. By the end of fiscal year 1966, laws had been passed by Congress authorizing the Library to provide to all persons who cannot read because of any physical disability the same service it had been providing to individuals who could not read because of blindness.

In January 1971, the Wolfner Library was moved to its present location, 1808 Washington Avenue. It was also at this time that the Tape Duplication Department

was established. Cassette copies were added to those cassette titles that were being produced by the Division. It is the consensus that the cassette service will become the most popular service because of the size of cassette machines and the packaging of the cassettes.

Since 1962 the State of Missouri had reimbursed St. Louis Public Library to provide this statewide service. The State Auditor recommended that Wolfner Library's services to blind and physically handicapped Missourians should be directly administered by the Missouri State Library. This recommendation was followed when Wolfner Library became a division of the State Library on July 1, 1977.

In fall of 1977, Wolfner Library started implementing its computer system. All programs, including reader records, book and magazine circulation, book processing and machine inventory are automated. Wolfner served as the original test site for the Data Research Associates automated circulation system for regional libraries for the blind and physically handicapped.

In the summer of 1978 the Division for the Blind and Physically Handicapped was renamed National Library Service for the Blind and Physically Handicapped (NLS). The name change followed a Library of Congress reorganization.

Wolfner Memorial Library for the Blind and Physically Handicapped is a division of the Missouri State Library and as such is a part of the Department of Higher Education with the Coordinating Board for Higher Education as the policy-making body.

The program is under the direction of the Coordinator of Blind and Physically Handicapped Services who is directly responsible to the State Librarian and the Associate State Librarian. Seventeen additional staff members work in the program.

At the end of March, 1981, a total of 6,739 persons were active users of this service. Of this total 3,728 are legally blind and 3,011 are classified as non-blind (visually impaired or a physical handicap which makes it impossible to use conventional printed matter). An average of approximately one hundred new users are added each month with approximately fifty users cancelled when they no longer need the service. These additions are usually about evenly divided between blind and non-blind. Between twenty and twenty-five thousand pieces of reading material are mailed each month from the Wolfner Library to these users.

Demonstration and deposit collections are located in 30 libraries (Kansas City Public Library houses the largest deposit collection), 64 schools, 138 nursing homes, and 39 hospitals.

All of the materials and equipment sent to the users are supplied by the National Library Service for the Blind and Physically Handicapped (NLS). During the past year (FY'80) the dollar value of the material received in Missouri totaled \$1,817,093. In other words, the National Library Services spent \$264.42 per reader in Missouri to supply this material. The same year Missouri spent \$252,607 (\$36.76 per reader).

These figures are calculated on the 6,739 readers and the individual deposit collections.

In addition to the above costs, federal grants from Library Services and Construction Act funds totaling \$37,655 were made to support the operation of the program during FY '80.

With the automated program the present number of staff are able to efficiently serve the present users and to add new users at the current rate of approximately fifty per month. It is also now possible for the staff to meet with groups concerned with services to the blind and physically handicapped and to encourage those who are eligible to use the program.

During 1979 and 1980, a Wolfner Advisory Group was organized. This group of thirteen persons represent consumers (at least seven) and members of organizations which represent current and potential users of the services. Terms of three years are on a staggered basis. The overriding purpose of this group is to advise on ways to better serve the library needs of the blind and physically handicapped in Missouri. Due to the lack of travel funds, the activities of this group have been limited.

Concerns related to the future of the Blind and Physically Handicapped Services:

1. Current state appropriations do not provide sufficient funds to maintain the present operation. During the current fiscal year (FY '81) it has been necessary to make a sizable federal LSCA grant (\$48,000) in order to maintain the current program. It has not been possible to replace or add any equipment. The staff is allowed no out-of-state travel (two staff members will attend a meeting of the regional librarians at their own expense). Instate travel is limited to trips to Jefferson City. No funds are available to support the advisory committee in their activities which are seen as very important to the planning and development of this service now and in the future.
2. There are a number of volunteer individuals and organizations who braille and record books and magazines for those persons needing them in their work or studies. There exists no central agency to coordinate these programs and to maintain a central listing of these materials and their availability, avoiding duplication of effort. Such coordination should come from the Library for the Blind and Physically Handicapped. The present staff is beginning to build such a file but to bring about the needed coordination will require staff and travel time which is not available.
3. There is a decided need and demand to provide to the users certain materials unique to Missouri. At present there exist no facilities or staff to handle the recording of these materials. Some of the items requested are the Missouri Conservationist and other publications of the Department of Conservation, Missouri Historical Review and

other publications on Missouri history, Bittersweet and similar publications.

4. In some states sub-regional libraries are maintained in populated areas of the state to serve the immediate population. To date this has not been advocated in Missouri because it would appear that the state should not assume responsibility for such expansion before it can adequately support what currently exists.
5. Demonstration and deposit collections in existing libraries have been substituted for sub-regional services. For these collections and those in schools, nursing homes and hospitals, there should be continued monitoring and training to be certain the material is used to the best advantage. This would require staff and travel funds.
6. The National Library Service uses 1.4% of each state's population as the number of persons likely to be eligible for library services to the blind and physically handicapped. The 1980 Census for Missouri is 4,917,444. This could mean that there are 68,844 in Missouri who are potential users of the library service for the blind and physically handicapped. Direct service is currently reaching 9.8% of this number. Although others are reached through demonstration and deposit collections, there undoubtedly is a sizable number who are not aware of the service available to them.
7. The present location of the program has disadvantages. Located on the fourth floor of a building at 1808 Washington Avenue in St. Louis, 17,000 square feet of space is used at an annual rental of less than one dollar a square foot. At this price the landlord naturally is unwilling to spend money to improve the facility. It is badly in need of paint, floor covering and new fixtures. The staff uses the space available as efficiently as appears possible but rearrangements beyond a certain point are not possible due to existing partitions. The only access to the facility is by elevator which adds to the inefficiency of moving large quantities of material daily.

The location in St. Louis has given the impression that the service is limited for persons in the rest of the state. There is some question as to the efficiency of the St. Louis Post Office in moving material as quickly as possible.

#### Recommendations:

1. That increased funds for the support of the current operation of the Wolfner Memorial Library for the Blind and Physically Handicapped be a top priority in appropriation requests.

2. That every effort be made to inform Missouri citizens of the library program for the blind and physically handicapped.
3. That every library in Missouri become an access point to the library services for the blind and physically handicapped.
4. That a listing of existing recorded and braille material for the blind and physically handicapped be developed followed by a system of coordination and the recording of material not now available.
5. That long range plans include a permanent location of the present library program for the blind and physically handicapped and that consideration be given to the establishment of sub-regional programs in Missouri.